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MINISTRY OF WORKS

WATER DEPARTMENT

PUBLIC STANDPOST WATER SUPPLIES
PROJECT OVERVIEW

BY

FABIANO KWAULE

LILONGWE, OCTOBER 1989



PROJECT ASSISTED BY THE
INTERNATIONAL REFERENCE CENTRE
FOR COMMUNITY WATER SUPPLY AND
SANITATION (IRC)

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LILONGWE, OCTOBER 1989

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Central Region



PROJECT ASSISTED BY THE
INTERNATIONAL REFERENCE CENTRE
FOR COMMUNITY WATER SUPPLY AND
SANITATION (IRC)



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PSWS/MALAWI PROJECT OVERVIEW

1. BACKGROUND

1.1 General Framework

Over the period 1983-87 Malawi participated in an international demonstration project on Public Standpost Water Supplies (PSWS) supported by the International Reference Centre for Community Water Supply and Sanitation (IRC). The project was simultaneously being implemented in Sri Lanka, Zambia and Indonesia.

During the discussion relating to the PSWS project in Malawi in 1983, the existence of an earlier project the Urban Communal Water Point Project, funded by the United Nations Capital Development Fund, was recognized as an asset for the new demonstration project. To avoid duplication of methodologies, it was decided that the PSWS project activities be integrated within the existing Urban Communal Water Point Project. Specifically the PSWS project was designed to support and develop the operational phase of the earlier project. Implementation of the PSWS project however did not start until 1985 when a full time Project Manager was recruited.

1.2 Aims and Objectives

The major aim of the PSWS project was to stimulate the development of more appropriate and successful methods to plan, implement and manage public standpost supplies with communities in rural and urban fringe areas.

Specific objectives of the project included:

- To set up and develop four demonstration schemes on the application of Public Standposts in Community Water Supply.
- To conduct a series of studies and prepare guidelines on particular organizational, economic and socio-cultural aspects of Public Standpost Water Supply.
- To contribute to international exchange of information.

- To promote the application of the strategies, methods and techniques developed on a larger scale.

1.3 Organization

The organizational structure of the project was such that the Water Department of the Ministry of Works was the Project Coordinating Institution (PCI), while the Ministry of Health and Ministry of Community Services were Project Participating Institutions (PPIs). The PCI together with the PPIs formed a Project Working Group which was a management committee and policy making body for the project chaired by the Water Engineer-In-Chief from the Water Department.

Since adequate collaboration at national and local level was considered essential for the effective implementation of the project the Project Working Group was an important project management body, responsible for guiding the planning, implementation and evaluation of the project, it also provided a platform for coordination of inputs from the PCI and PPIs.

At the project implementation level there was a Project Team comprising middle management level officers from the PCI and PPIs (See Appendix 1 for a list of Project Team members and Project Staff members). The PCI provided the Project Manager to coordinate implementation of the Project.

2. PRELIMINARY ACTIVITIES

2.1 Selection of Demonstration Centres

Selection of demonstration centres for the Public Standpost Water Supplies Project was the next activity after the Project Working Group was constituted and had its inaugural meeting (See Appendix 2 for a list of Project Working Group members). Four sites within the counterpart Urban Communal Water Point Schemes were selected in consultation with the Project Participating Institutions. One of the criteria used for selecting the centres was age of the counterpart schemes.

Since the idea was to build on and strengthen approaches developed under the counterpart project, it was felt that this could best be done through studying and monitoring water points at different stages of development (recently completed, two years old and over two years old).

Another criteria which was agreed upon during the Project Working Group meeting was that the schemes were to be selected in centres where participating institutions were strong in terms of manpower and other facilities in order to enhance progress of the project. Finally distance from the Project Coordinating Institution office was also considered seriously for ease of monitoring and supervision.

Other criteria such as availability of water and socio-economic and geographical factors were already considered when the water points were being constructed under the counterpart Urban Communal Water Point Project.

Four schemes were therefore selected to be used for developing and further improving approaches. The schemes, all in the Central Region of the country were selected to represent standposts in early completed stages and older stages (two newly commissioned and two mature schemes, over two years in operation). The sites selected were Likuni in Lilongwe and Kasungu (recently commissioned) and Dowa/Mponela and Salima (over two years in operation). See for details of the demonstration schemes Appendix 4.

2.2 Preliminary Studies

In order to establish specific activities to be undertaken under the PSWS project, preliminary studies were carried out in two pilot centres, Dowa and Mponela. A report titled PILOT OBSERVATION AND MONITORING FINDINGS (DOWA AND MPONELA) which outlined strengths and weaknesses of the project setting, provided important baseline data and served as guideline on which of the project components were to be given priority in Malawi.

Among the major findings of the survey were data which indicated the need to strengthen local organizational structures which were established under the counterpart project to support community participation. These structures included the Centre Water Council and Tap Committees which were found to be dead or inactive. The study concluded that the institutions needed to be studied further to find out why they were not working and recommended ways and means of receiving and sustaining them for the success of the project.

The survey also revealed that there was generally lack of information about the objectives and policy of the project among the communities which hampered community participation. Communities were also unmotivated and did not take pride in the project, which they perceived as not their own but as a government project. The conclusion was that there was need to develop up-to-date information which could be disseminated to the communities to make them aware of the collaborative nature of the project with inputs from government and the communities together.

Another important finding concerned weaknesses in financial management by the communities. Since the policy was that Tap Committee leaders were responsible also for collecting money contributions from consumers, it was discovered that most standposts were in heavy debts due to poor financial management. The recommendation was to make further investigations into the whole system and structure to find out the constraints and recommend how they could be overcome in order to improve standpost finances.

The study also revealed that social cross subsidy existed within the communities using the standposts. There was however resentment to the existing Communal Water Point System whereby big and smaller families paid the same water rate monthly, regardless of the variation in water consumption. The recommendation was to study possibilities to establish progressive rates satisfactory to both big and small families.

In attempts to regulate water consumption Tap Committees fixed operating schedules which the survey found to have been unfavourable since they inconvenienced consumers, sometimes leading to heavy queuing at the water points.

Maintenance policy was also not very clear to communities. As a result, whenever taps broke down they took long periods to be repaired and whenever taps broke down beyond repair, a plug had to be fixed because it was not clear as to who was responsible for replacing the broken taps.

Finally, the data showed that there was a general lack of hygiene knowledge among the communities around the standposts and that most people continued to utilize traditional water sources in parallel with water from the standposts. These factors accounted largely for under-utilization of water points and desertions from the standposts. The conclusion was that further studies had to be conducted to find out how a hygiene education and sanitation programme could be incorporated.

After studying the whole situation, tasks for the new PSWS project were plotted down to overcome some of these problems, and to develop alternative approaches to ensure that the standposts operated effectively both administratively and financially and with full community participation.

Among the priorities for the project were to develop guidelines for the different groups involved in standpost activities, develop information packages and strengthen education of the users. Continuous monitoring was also envisaged as one way of

sustaining the structures and learning more about how the standposts operated.

2.3 Recruitment and Training of Field Assistants

It was felt necessary to engage Field Assistants at each of the four demonstration centres to coordinate implementation of the project, monitor operation and maintenance activities and community financial management among other things. The Field Assistants were initially trained for three weeks before being employed at the demonstration centres. The training was mostly aimed at equipping them with basic community development skills and giving them general project back-ground. Subjects covered during the training workshops included: Community Development, Community Motivation, Community Participation, Leadership, Community Surveys, Methods of gathering socio-economic data and effective monitoring.

After the initial training the Field Assistants were posted to the demonstration centres where they were regularly supervised, guided and monitored by the Project Manager. Further training was provided in the form of Departmental Workshops.

2.4 Socio-Economic Survey

Baseline data for subsequent PSWS activities in the demonstration centres was obtained from socio-economic surveys which were simultaneously conducted in all the schemes at the on-set of the project by the Field Assistants. The survey was one of the means of collecting basic information about the communities served by the standposts. In other words it was a means by which the project wanted to know more about the beneficiaries of the water supply.

The survey also sought to establish the relationship between social and cultural practices and water use practices. The idea was to know more about local beliefs and attitudes regarding water and health, traditional water use habits, preferences for

drinking, cleaning cooking utensils, bathing, washing clothes, watering animals and making bricks.

Special emphasis was given to collecting data on household size and composition, health, occupation, organization and level of interest in participating in the water supply project including willingness and ability to pay for water consumed. Data from this survey which was retained in a report titled PRELIMINARY FIELD REPORT proved very useful during the implementation of the project.

Among the major conclusions of the socio-economic survey were that willingness and abilities to pay for water consumed are determined by availability of income generating activities within the centres. When there are more income generating activities, more people are willing and able to pay.

Standpost centres were classified into two groups: those in economically better off centres and those in centres with less income generating activities. Individual standpost centres were also classified into two zones: standposts in the zone closest to the income generating activities did much better organizationally and financially than those in the zone away of the income generating activities.

It was also discovered that although the majority of the people in the standpost areas survey used tap water for most of their cooking and drinking, the majority continued to use traditional water sources for bathing and washing their clothes. While water was drawn in 18 litre cans and transported on head, most people stored it in drums and earthenware pots and used short handled cups for drawing the water. The survey concluded that the probability of the water getting contaminated was quite high, mainly because most people did touch the water when lifting the cans, when lowering them and even drawing the water using cups with short handles.

Knowledge about hygiene was not very good within the standpost areas; however, tap surroundings and most homes were kept clean.

Most families did have pit latrines but at the time of the survey most latrines were in a dilapidated condition.

Finally the survey found that women were more active in standpost activities; between 50-90 percent of Tap Committee Leaders were women.



Prior to the PSWS Project, operating schedules fixed without convenience of the users presented serious queing problems



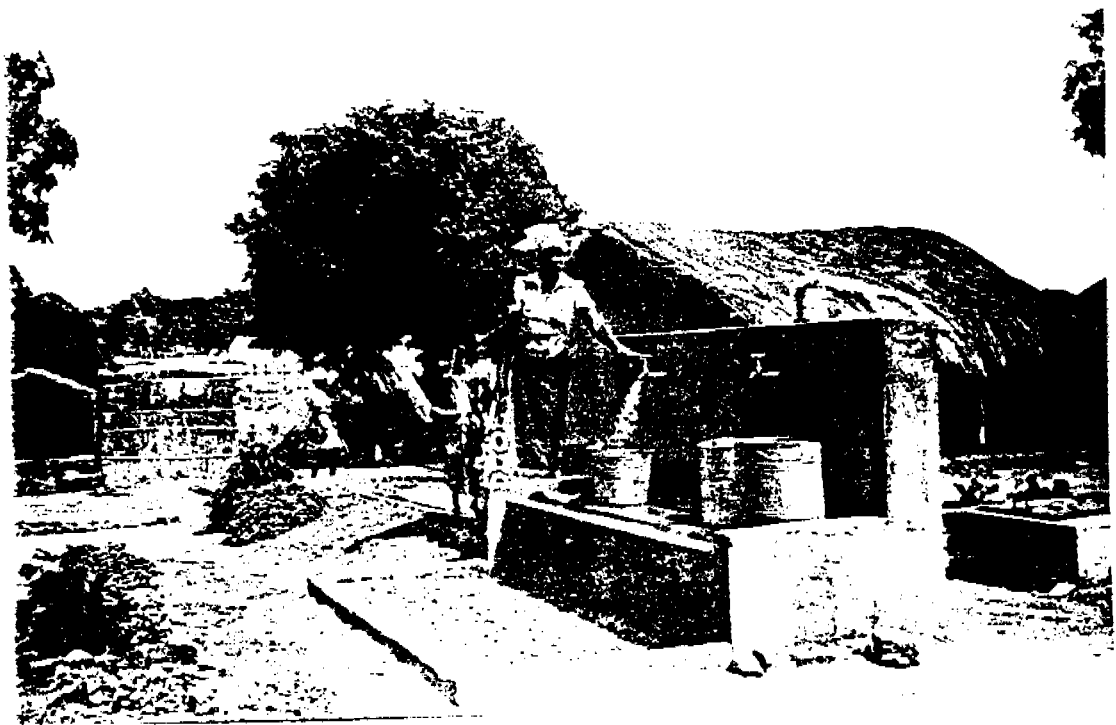
3. GENERAL DESCRIPTION OF METHODOLOGY

The main thrust of PSWS Project activities at the demonstration centres was determined by findings and recommendations of the pilot study and socio-economic survey. The two studies had revealed that there were shortcomings in operation and maintenance and in community financial management at the standposts. They further indicated weaknesses in local organizational structures such as the Centre Water Council and Tap Committees.

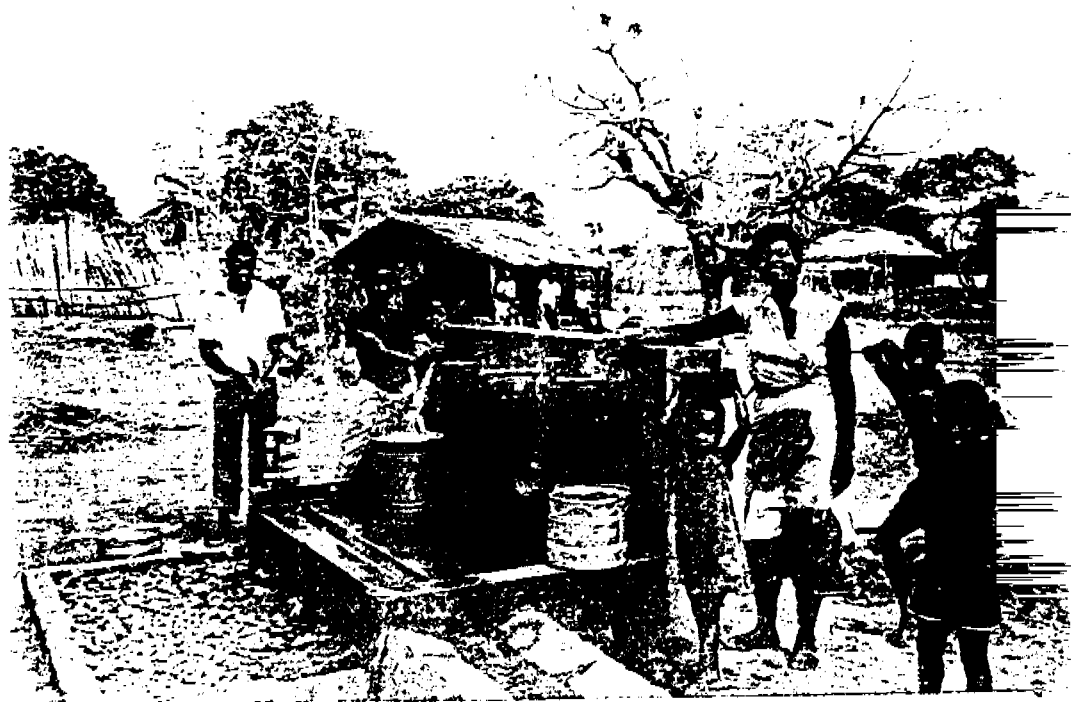
There was generally lack of community participation and consumer groups were disorganized and unmotivated, they did not care about the project. The most worrying weakness was however found in community handling of water rates.

When the Field Assistants were posted to the demonstration centres they were first integrated within the existing Water Department Structures. They came directly under the Water Plant Operator-In-Charge who heads the water activities, and were to work hand in hand with Plant Operators at the centres. The Field Assistants were equipped with bicycles to ease their mobility. After familiarizing themselves with existing standpost monitoring activities at the offices, the Field Assistants were taken round and introduced to Tap Committee leaders at all the standposts.

Initial tasks for the Field Assistants in the demonstration centres were to study local organizational structures, monitor operation and maintenance activities, study and monitor the system of collecting money from consumers and observe community hygiene and water use practices in order to come up with suggestions as to how things could be improved. In order to accomplish these tasks the Field Assistants had first to develop rapport with the communities and their leaders to an extent of being accepted as part of the communities with whom they worked. The Field Assistants organized a number of meetings with committee leaders and general meetings with communities where various aspects of the standpost project were openly discussed.



Regular visits by Field Assistants has improved conditions at water points. Standposts are now open all day, yet self-discipline is maintained.



In addition they made regular visits to the water points and individual homes to observe community water use practices and performances and learn more about problems.

The results of such meetings and observations were written down in monthly reports which were sent to the Project Manager. After their first three months in the field, the Field Assistants were asked to write comprehensive field reports summarizing their findings and recommendations. They were then called for a workshop at Salima to discuss the reports and adopt a common stand to solve problems in the standposts.

During the workshop an action plan which was coined a FIVE POINT PLAN was adopted to:

- (i) REACTIVATE CENTRE WATER COUNCILS,
- (ii) RE-ORGANIZE TAP COMMITTEES,
- (iii) DEVELOP AUDIENCE SPECIFIC GUIDELINES,
- (iv) ORGANIZE INFORMATION SEMINARS FOR TAP COMMITTEE LEADERS,
- (v) IMPLEMENT HYGIENE EDUCATION AND SANITATION PROGRAMMES.

3.1 Strengthening Organizational Structures

It was noted during the Field Assistants' workshop that the major reason why the Centre Water Councils failed was that they lacked guidelines to direct them to what they should have been doing in support of Tap Committees.

The composition of the Centre Water Council was that the District Commissioner was chairman and members included representatives from Ministry of Community Services and Ministry of Health, Councillors and Party Leaders.

The workshop resolved to develop guidelines which would detail the Centre Water Councils responsibilities and those of individual members and also advise on frequency of meetings in order to revive the council. It was also observed that the gap between the Centre Water Councils and the Tap Committee and

Communities was too wide resulting in one way communication, from top to bottom and no feed back from bottom to top.

To try and narrow the gap it was recommended that the Council should have sub-committees for Operations, Health and Finance to act as stepping stones for the Tap Committees and communities and foster a two way communication.

A guideline was then produced for the Centre Waster Councils which proved quite useful to the local water bodies. Apart from bridging the communication gap, it served to shift the load of work from the chairman of the council who was always one of the busiest persons in the centre, to the sub-committees. All that the Centre Water Council chairman was expected to do now was to receive sub-committee reports, chair meetings and handle complicated issues.

As for Tap Committees, in addition to production of guidelines which detailed general responsibilities for the whole committee and those for individuals like the chairman, secretary, treasurer, and committee members, it was decided that new committees should be elected since investigations had revealed that the old committees had died and in their place one or two individuals managed and operated the standpost.

Special meetings were also held with the newly elected Tap Committee members to brief them about their responsibilities, and the objectives and policy of the project. Special general meetings were also held with consumer groups to brief them about their responsibilities, project objectives and policy.

For the purpose of the PSWS project, motivation was defined as a process of making people interested in something. Since rational human beings won't get interested in something unless they know that they will benefit from it, an information package was devised to motivate the communities within the standpost areas by outlining the benefits of the project.

They were assured that the project was their own and that they had a lot to benefit from the small money contributions which they made every month.

The results were quite encouraging, communities became motivated and community participation spirit improved tremendously.

3.2 Strengthening Community Financial Management

Weaknesses in standpost financial management which resulted in a majority of water points having debit balances on their accounts, were identified as follows. The water authority financial monitoring mechanism was found to be weak, there was a general lack of financial management skills on the part of Tap Committee leaders; no clear definition existed as to what was legally community money and government money from the time the money was collected from consumers to the time it was remitted to the government cashier. This resulted in confusion as people who misappropriated money were not prosecuted since the government regarded the money before remittance to cashiers as community money and expected communities to deal with anyone who misused it. The communities however thought the government would deal with those who misused the money since they regarded it as government money.

Field Assistants set about to strengthen the monitoring mechanism, tracing all the money contributed by consumers until it was remitted to the government cashier. A guideline was also developed for Treasurers instructing them when and how to collect the money from consumers, how to maintain simple financial records, when to remit the money to the government cashier and collect general receipts and also how to account for the money to the consumers.

This guideline was disseminated and popularized by the Field Assistants through meetings with the leaders and special discussions with the Committee Treasurers.



The Water Plant Operator and the PSWS Field Assistant in Kasungu, working together to improve local organizational structures, such as the Centre Water Council and Tap Committee



Two members of a Tap Committee in Salina paying monthly water charges at the Plant Operators Office.

Measures were also taken to safeguard the money from being misused by dishonest leaders. These included special monitoring of membership of the standposts and ensuring that all Tap Committee leaders and members of their families paid their monthly contributions.

All Tap Committee leaders were also advised to monitor the finances from the time the money was collected to the time it was remitted. The Treasurers were discouraged from remitting the money alone. Instead they were to be accompanied by one or two other leaders.

Communities were also activated to take interest in standpost finances through making sure that names were recorded in appropriate books when they paid their monthly contributions and to assist at seeing general receipts after money was remitted at the government cashier.

The results were very encouraging. Standpost finances began to improve from debits to surpluses (credits) in all the PSWS demonstration centres.

In addition to the guidelines developed for Centre Water Councils and Tap Committees, guidelines for consumer groups were also developed detailing general responsibilities of the consumers in order to make the standpost project a success.

Realizing that the Water Plant Operators are important linkmen between communities and the Water Authority, a detailed integrated guideline manual was also developed for Plant Operators. The manual advises on what should be done by the Plant Operators in order to sustain the local organizational structures such as the Centre Water Council and Tap Committees.

The manual also instructed Plant Operators to monitor, on a regular basis, operations of the Centre Water Council, Tap Committees, consumer groups including operation and maintenance of the standposts. The operators were also instructed to monitor strictly financial performance of the standposts.

Motivation of the community and Tap Committee leaders was also outlined step by step and finally the operator was advised on problems which could be expected and what solutions to be applied in the course of handling standpost activities.

3.3 Hygiene Education and Sanitation

Since it was not yet possible to implement a hygiene education and sanitation programme as originally planned with assistance from the Ministry of Health, the Field Assistants were instructed to promote good hygiene practices more especially when communities handled standpost water. This was done informally through general meetings with the communities and discussions with individuals at the standposts or homes.

Extensive use was made of extracts from the IRC manual on hygiene education and sanitation, 'MAKING THE LINKS' to guide the Field Assistants on which issues to stress. The results of this informal approach were quite encouraging. No formal evaluation was carried out, but great improvement in for example water handling practices has been observed. Some of the habits noted during observations and surveys changed gradually, such as drawing water without washing hands, washing pails using soil or sand collected in doubtful places, using tree branches in water filled pails to prevent the water from spilling and leaving drinking water uncovered in houses.

Other indicators included improved knowledge on the advantages of using treated water from standposts, which was manifested in general increase in water consumption in all demonstration centres. Standposts surroundings were not only kept clean and tidy but communities even planted flowers to decorate the areas.

Although not much was done to improve hygiene and sanitation in the houses, communities were conscientised to keep home surroundings clean and have good latrines.



Standpost with inadequate drainage



Though informal hygiene education by PSWS Field Assistants the community improved drainage and surroundings of the standposts.

3.4 Operation and Maintenance

On the issue of operation and maintenance, the Field Assistants worked very hard to try and change existing practices which proved ineffective and divisive among the communities.

Operation and management of the standpost was the responsibility of the Tap Committees. In order to regulate water consumption, the Tap Committee Leaders fixed operating schedules for the taps. In most cases such schedules were not convenient to most consumers and resulted in quarrels, desertion and queuing at the taps. Valve box keys for the standposts were in most cases kept by chairmen whose personal work schedules were different from the operating schedules of the taps. The result was that sometimes consumers remained without water for many hours.

The Field Assistants set about to correct this situation. Through discussions with Tap Committee Leaders and consumers, convenient operating schedules were suggested for individual standposts which suited consumers with different occupations and work schedules. Where compromises could not be reached all day schedules were recommended.

The Tap Committees were also advised to rotate keeping of valve box keys to ensure that the particular key keeper is easily accessible to consumers and should also be flexible. Things began to improve greatly. One of the indicators for improved operation was decreased conflicts and rate of desertation at all standposts.

The issue of maintenance was the most difficult to handle, mainly because the policy of the counterpart Urban Communal Water Point Project gave the communities an impression that whenever a tap broke down due to wear and tear, the government would replace it, but that if the tap broke down due to carelessness of vandalism, the communities would be requested to replace it.

Some consumers had even conceived their own ideas deducing that since they were asked to pay for water consumed and that they did

not participate in construction of the standposts, they were not expected to participate in maintenance, and the government which owned the taps would look into the maintenance issue.

Maintenance reporting to the water authority was also poor. A leaking tap or valve was left until the Plant Operator visited the area and saw it. Worse still, there was no provision with the counterpart project to keep spare taps for maintenance work. As a result when a tap broke down beyond repair, it was just plugged.

The PSWS Project Team worked hard to improve this situation. The Field Assistants tried to convince communities that the standposts were theirs and not government property. As such they were responsible for all maintenance work. They were convinced that whenever a tap broke down, they were expected to make individual contributions to replace it but that fixing of the taps and minor technical repairs would continue to be done by Water Supply technicians.

Although there was resentment, most people got to accept the situation. The situation changed to some extent. Broken taps were being replaced by communities themselves but the problem is still that it takes a long time for communities to contribute enough money to purchase the new taps.

4. TRAINING

4.1 Orientation and Workshop for Field Assistance

Training was one of the most important components in the PSWS Project approach.

During the PSWS Project period, training was planned at two levels, training for Field Assistants and training for Tap Committee leaders.

The demonstration and research nature of the PSWS Project necessitated that Field Assistants should be acquainted with Community Development, Committee procedure, Motivation, Financial Management, Hygiene Education and Sanitation topics and Monitoring.

The first training workshop for the Field Assistants was held in Salima in July 1986, about ten months after the Field Assistants were posted in the demonstration centres.

The aims of the training workshop were to discuss strategies for implementing various components of the PSWS project, and implementation of a Plan of Action to improve operation and management of the counterpart Urban Communal Water Points. This Plan included community development, committee procedures, election procedures, organizing meetings and seminars, and steps for implementing hygiene education and a sanitation programme. Financial management of the standposts was also discussed in great detail.

The workshop also revealed the need to introduce the concept of practical collaboration between Water Department, Ministry of Health and Ministry of Community Services to the Field Assistants and how activities of the three Ministries could be integrated into the PSWS project approach.

A need was also identified to improve communication skills of the Field Assistants to enable them to discuss project issues

effectively with District Commissioners, Local Authorities, Tap Committee leaders and communities.

Finally the training workshop presented a good opportunity to review Guidelines which has been developed through the PSWS project.

Among the resource persons at the training workshop were District Community Development Officers who gave a number of useful lectures on Community Development.

A second training workshop for Field Assistants was again held in Salima in December 1986. This was mainly organized to review progress of implementation of the Action Plan to improve standpost activities.

In addition to updating general community development knowledge of the Field Assistants, the workshop also discussed a follow-up strategy to Action Plan activities and what new Guidelines were needed based on deficiencies in operation noted in the field.

Problems in implementing the Action Plan were noted and adjustments to the Plans made.

4.2 Training Seminars for Tap Committee Leaders

Plans were also made to organize a training workshop for Tap Committee Leaders in all the four PSWS Project Demonstration Centres.

Field Assistants were initially asked to produce programmes and budgets including syllabuses for training Tap Committee Leaders. Topics for discussions were to be based on what the Field Assistant felt the leaders needed to know in order to improve their water point and financial management skills.

The first programmes and budgets submitted were not satisfactory, the Field Assistants failed to develop syllabuses and discussion topics.

It was then decided that a uniform syllabus and discussion topics should be produced and distributed to all centres for use by the Field Assistants.

Meanwhile informal training sessions with Tap Committee leaders continued to be conducted.

By the time the PSWS Project ended in December 1987, the syllabus had just been drafted and was ready for review.

Topics for discussion included:

- Project information, objectives and policy;
- government and community roles in the project;
- general responsibilities for Tap Committee leaders;
- specific responsibilities for Tap Committee Chairman, Secretary, Treasurer and Committee Members;
- general responsibilities of Consumers;
- standposts operation, management and maintenance;
- public relations and leadership.

The syllabus was designed in such a way that by the end of each training workshop the leaders should among other things know everything about the project, know why they worked voluntarily; know their group and individual responsibilities and be able to manage, operate and maintain the standposts with the communities and with minimal difficulties.

In other words the leaders were to be motivated enough to be able also to motivate the users.

5. DEVELOPMENT OF GUIDELINES AND MANUALS

The development of Guidelines for different groups involved in Public Standpost activities was one way of ensuring that structures operated effectively and without problems. It also ensured that a methodology developed by the PSWS project should be easily replicated elsewhere.

These Guidelines were very important considering the fact that the PSWS project inherited structures which were established under an earlier project. Preliminary studies found the structures to be inactive or dead. They had to be revived and sustained through the development of simple but relevant guidelines.

The following guidelines have been developed:

- a guideline for Centre Water Councils, outlining composition, membership and responsibilities of the Council, including responsibilities of individual members, frequency of meetings and production of reports.

The guideline has been reviewed and field tested. Reactions from District Commissioners, who are chairmen for Centre Water Councils, were quite encouraging. They admitted that they were in the past not conversant with the duties of the Council and welcomed the guidelines as a relief on their work. As a direct result of working with the Guidelines, Centre Water Councils in all the PSWS centres started to organize regular meetings.

After sub-committees for Operation, Health and Finances had been established within the Centre Water Councils, the guideline was updated to take into account the responsibilities and composition of the sub-committees.

- a guideline for Tap Committees, giving instructions on composition and membership, election and meeting procedures and general responsibilities.

This guideline was also reviewed and continually updated to take into account issues like replacement of leaders who

have resigned or left the area and indicators of an active committee based on successful Tap Committees in operation.

- a guideline for consumer groups, which detailed nature and composition of consumer groups, initial agreement between government and communities to implement the project and some of the consumer group's collective responsibilities which included safeguarding against water wastage and against misuse of funds, issues which were perceived as unimportant before the guideline was produced.
- a comprehensive manual for Water Plant Operators, giving instructions on all public standpost activities. The manual details responsibilities of the Operator, of Centre Water Councils, Tap Committees and Consumer Groups. It also guides the Operators in promoting community participation and in educating users in matters of hygiene and sanitation.
- a guideline for Tap Committee Treasurers, on responsibilities in collecting and handling payments and funds (in preparation, to be completed in 1989/90).
- a guideline for Field Assistants, on training of Tap Committee members (in preparation, to be completed in 1989/90).

The two guidelines for Tap Committees and Consumer groups have been translated into the national language Chichewa. Considering that not all Tap Committee members and consumers are literate, the Field Assistants have also continuously disseminated the contents of the guidelines in discussions with the communities.

6. EVALUATION

From 25 April - 1 May 1988 a self-evaluation workshop was held, with the objective to review the PSWS project as a whole including various stages and aspects. Findings led to recommendations for further planning the new PSSC (Piped Supplies for Small Communities) project, which is a follow-up activity from the PSWS project.

Participants were:

- Mr F. Kwaule - Project Manager
- Mr F.S.L. Kumwenda - Water Department Representative
- Mr A.I. Nkunika - Ministry of Community Services
- Mr M.H. Simika - Ministry of Health
- Mr P. Mauluka - Ministry of Health
- Mr Y. Nyasulu - Ministry of Health
- Mr D. Ng'ambi - PSWS/Zambia
- Mrs G. Muzyamba - PSWS/Zambia
- Mrs. M. Boesveld - International Reference Centre (IRC)
- Miss R. Banda - Project Assistant - Kasungu
- Mr S.K. Munguza - Project Assistant - Likuni
- Mr. C.N. Manjawira - Project Assistant - Dowa/Mponela
- Mr S.F. Mlelemba - Project Assistant - Salima

Recommendations of the workshop included:

- to strengthen intersectoral and sectoral co-ordination at all levels, national, regional, district and community/local levels. This is to ensure that health, sanitation and hygiene components will be properly integrated within the new PSSC project.
- to further promote self-help and responsibilities of communities in development activities through:
 - * further developing the already instituted monitoring mechanism;
 - * improving and consolidating the dissemination of information: further development and publication of guidelines and training material;

* further organization of training activities and workshops for all levels of government staff and employees and for communities.

- noting that the methodology of the PSWS project has been quite successful, to expand and further develop the methods in the new PSSC project.



Participants at the PSWS Evaluation Workshop held in Lilongwe from 25 April - 1 May 1988.

7. DISSEMINATION OF PROJECT KNOWLEDGE AND INFORMATION

Having developed methodologies for strengthening operation and maintenance activities for public standpost water supplies in four demonstration areas, the next activity was to promote the application of the methodologies on a wider scale.

In order to achieve this objective a strategy was devised to ensure that project knowledge and information is disseminated to a wider audience through Workshops and Seminars, Guidelines Manuals and Project Reports and Papers.

7.1 Workshops and Seminars

The target audience for the first in the series of Workshops, were Urban Water Supply personnel at different levels who were directly or indirectly involved in monitoring operation and maintenance of the Urban Communal Water Point.

The first of such special workshops was held in December 1986 at one of the PSWS project demonstration centres, Salima. It was organized for regionally based staff who were expected to take over the role of Regional Monitoring Assistants for Communal Water Points.

Topics discussed at the workshop, which lasted for one week, included Community Participation, Organization Structures Effective for Community Participation, Promoting Community Participation, Motivation, Effective Monitoring, Community Financial Management, Use of Guidelines to support the project operationally and how a hygiene education programme could help to improve community health.

Participants were also given the opportunity to see how the PSWS Project supported schemes operated with improved community structures such as the Tap Committees and Centre Water Council, Motivated Communities reflected in water point surroundings which were not only kept tidy but also with flowers planted to decorate the areas, but above all, improvements in financial management

which were reflected in a majority of the water points having credit balances.

This was proof enough for the participants that the developed knowledge was indeed workable and effective.

After the workshop all the participants were provided with a newly developed integrated Manual for use in their centres.

In August 1987, the Project Manager was requested to give lectures on Public Standposts Water Supplies management and monitoring to two groups of Senior Water Plant Operators drawn from the Water Supply Schemes in the country during their annual training workshop in Zomba.

The objective was the same, to orient the Senior Water Plant Operators to knowledge and information which they could use to support the operation of the Communal Water Point Schemes. This in fact was a very important group considering that they were the people in direct contact with the communities. Every effort was therefore made to ensure that they grasped the subject matter clearly.

The Senior Operators were at the end of the lectures again provided with manuals, thereby ensuring that every Communal Water Point scheme in the country had the manuals developed by the PSWS project.

A third workshop was organized in October 1987 for Chief Water Supervisors who are regional water heads and senior accounts assistants in Mangochi. The workshop was also attended by senior management from Water Department Headquarters.

Discussion centered at finding effective ways for the application of the PSWS knowledge in the schemes and how this process could be supported by senior management at Water Department Headquarters and the regional heads of water supply.

During the workshop a proposal was endorsed to involve PSWS Project Assistants in demonstrating application of the methodologies to their counterparts in the Communal Water Point schemes throughout the country.

7.2 Project Reports and Papers

Another means by which project information was disseminated was through project reports and papers. The reports were initially distributed to project Participating Institutions, and Water Supply personnel at different levels but later also to other project participating countries through the IRC channels.

Project papers were also presented at Workshops and Seminars organized by other institutions (For a full list of major PSWS project papers see Annex 3).

7.3 Guidelines and Manuals

Guidelines and manuals produced under the PSWS Project were also distributed widely to groups involved in standpost water supply activities such as Centre Water Council members who included representatives from different organizations.

Project Assistants were also able to discuss Guidelines with Tap Committee leaders and consumer groups generally ensuring that information developed through the project received a wider audience.

8. WIDER APPLICATION OF DEVELOPED METHODOLOGIES

The methodologies developed in the PSWS demonstration centres had a ready market within the larger Urban Communal Water Point Schemes.

The reason was mostly that since the PSWS project demonstration centres were former Urban Communal Water Point schemes, remarkable differences were beginning to show as a result of the support given to the demonstration centres. The general consensus within the Water Department was that everything possible should be done to ensure that methodologies which accounted for improvements in the PSWS project centres should be repeated in the rest of the Urban Communal Water Point Schemes.

8.1 Demonstrating Application of Methodologies

To achieve this objective, it was decided that PSWS Project Assistants should be sent to all the Urban Communal Water Point Centres to demonstrate to Regional Monitoring Staff and Plant Operators the application of PSWS methodologies.

Joint campaigns were then organized involving Project Assistants who were accompanied by Regional Monitoring Assistants visiting all the Urban Communal Water Point Centres.

During such visits, the campaign teams discussed with Centre Water Council members, Plant Operators, Tap Committee leaders and consumers with the aim of reactivating the Centre Water Councils and reorganizing Tap Committees.

The teams also held meetings with communities with the aim of disseminating project information and motivating the communities in order to improve community participation.

In addition to carrying out the above activities the campaign teams also reviewed the monitoring system and community financial management.

Four of these campaigns were carried out during the PSWS Project lifetime each of which lasted for about three weeks.

8.2 Achievements

The results were quite encouraging. All Centre Water Councils were reactivated, Tap Committees were reorganized, monitoring mechanism both at regional and centre levels improved to some extent but above all community financial management began to show remarkable improvements resulting in most water points changing from debit to credit balances on their accounts.

However, these improvements were not as lasting as those in the PSWS demonstration centres, mostly because of lack of follow-up activities and lack of effective monitoring.

Shortages in trained manpower in effect hampered efforts to transfer fully all the techniques from the PSWS supported centres to the Urban Communal Water Point Schemes.

Unlike the PSWS Project Assistants who were community development oriented, Plant Operators in the Communal Water Point centres who have a technical background lacked the skills to effectively deal with the communities. In addition their technical work schedules were too tight to enable them to take on many new activities.

The case was the same with the newly designated Regional Monitoring Assistants who had an accounting background and tended to give undue attention to Communal Water Point accounts, thereby ignoring important community issues.

As a result, the improvements which began to show due to the PSWS Project initiated campaigns were short lived. One of the most interesting outcomes of these campaigns was that negative attitudes which prevailed within the Water Department towards the Communal Water Points as a result of poor performance, began to change.

It was also proved to Water Department management that with proper and effective monitoring persistent operation and financial management problems in the Communal Water Points could be solved.

The campaign successes also helped to reverse the decision by the management to close down all the Communal Water Points which had debit balances on their account.

8.3 PSSC Project (Piped Supplies for Small Communities)

During 1987 Malawi developed a proposal for participation in this 3-year inter-country follow-up project. Financial and backstopping support has been sought from IRC and the new project got underway in both Malawi and Zambia in early 1988.

The PSSC project is an important follow-up project to the PSWS project in order to achieve wider application of the approach and results learned from the demonstration schemes, further develop and improve the approach itself, and introduce a more flexible approach to selecting and developing levels of service within piped supplies.

APPENDIX I

List of Project Team members

Mr F. Kwaule	-	Project Manager (Water Department
Mr D.T. Nyasulu	-	Project Support Officer (Ministry of Health)
Mr A.I.Z. Nkunika	-	Project Support Officer (Ministry of Community Services)

List of Project Staff members

Mr F. Kwaule	-	Project Manager
Mr S. Mlelamba	-	Field Assistant, Salima
Mr C.N. Manjawila	-	Field Assistant, Dowa/Mponela
Miss R. Banda	-	Field Assistant, Kasungu
Mr S. Munguza	-	Field Assistant, Likuni
Mr L. Mbewe	-	Field Assistant, Likuni (Resigned 1987)
Mr A. Phiri	-	Field Assistant, Likuni (Resigned 1986).

APPENDIX II

List of Project Working Group members

Chairman Mr B.H. Mwakikunga
Water Engineer-In-Chief
(Water Department) 1985-1986

Mr S.C. de Souza
Acting Water Engineer-In-Chief
(Water Department) 1986-1987

Members Mr P. Chindamba
Chief Public Health Officer
(Ministry of Health) 1985-1987

Mr H.L. Chikhosi
Chief Community Development Officer
(Ministry of Community Services) 10\985-1986

Mr. D.M. Manda
Acting Chief Community Development Officer
(Ministry of Community Services) 1986-1987

APPENDIX III

List of PSWS publications

PSWS Project: Pilot Observation and monitoring findings, Water Department, Lilongwe, June 1985.

Information paper I PSWS Project Malawi, Lilongwe, October 1985.

PSWS Project: Social-cultural and Sanitation Survey Questionnaire, Water Department, Lilongwe, December 1985.

Monthly Report, January, Public Standpost Water Supplies Project, Water Department, Lilongwe, February 1986.

Quarterly Progress Report, PSWS Project Malawi, Water Department, Lilongwe, February 1986.

Preliminary Field Report, Public Standpost Water Supplies Project Malawi, Water Department, Lilongwe, February 1986.

PSWS Project: Guidelines for Tap Committees, Water Department, Lilongwe, Lilongwe 1986.

PSWS Project: Guidelines for Centre Water Councils, Water Department, Lilongwe, May 1986.

PSWS Project Malawi: Proposed activities for further development of present approach, F. Kwaule, PSWS/Malawi, Lilongwe, June 1986.

PSWS Project: Guidelines for Public Standpost Water Supplies Operators, Water Department, Lilongwe, June 1986.

PSWS Project: Report on first seminar for field assistants, Water Department, Lilongwe, August 1986.

Report on the WHO/DANIDA workshop on information for sectoral management, Mangochi 10-14 November 1986 and on Malawi/Zambia PSWS Teams' discussions and field visits.

An Overview of the Communal Water Point Project, F. Kwaule, PSWS/Malawi paper presented at workshop for Regional monitoring assistants, Salima, December 1986.

Community Participation in Operation and Maintenance of Urban Communal Water Points, F. Kwaule, PSWS/Malawi paper presented at workshop on national strategy for Operation and Maintenance of rural groundwater supplies with handpumps, Mangochi, December 1986.

Annual Field Report, C.N. Manjawila, Mponela, December 1988.

Field Report, R. Banda, Kasungu, February 1987.

Field Report, S.F. Mlelemba, Salima, February 1987.

Ntchito za atsoholeri a pampope (Responsibilities for Tap Committee leaders), S.F. Mlelemba, Salima, March 1987.

Project Report PSWS/Malawi, Water Department, Lilongwe, March 1987.

Progress Report, R. Banda, Kasungu, May 1987

Monthly Reports, S. Munguza, Likuni, July and August 1987.

Communal Water Point Management, F. Kwaule, PSWS/Malawi paper presented at workshop for water plant operators, Zomba, August 1987.

Causes of Debit balances in Communal Water Point S.F. Mlelemba, paper presented at first Communal Water Point Action Committee meeting, Mangochi, October 1987.

Joint paper on Public Standposts Water Supplies Project Field Experience, S.F. Mlelemba (Salima) and C.N. Manjawila (Mponela), November 1987.

Communal Water Point Campaign Report, S.F. Mlelemba, paper presented at Communal Water Point Action Committee meeting, Kasungu, March 1988.

Problems in Monitoring Communal Water Points, C. Manjawila, paper presented at Second Communal Water Action Committee meeting, Kasungu, March 1988.

Final Field Report, S. Munguza, Likuni, March 1988.

Final Field Report, C.N. Manjawila, Mponela, March 1988.

Final Field Report, S.F. Mlelemba, Salima, March 1988.

Final Field Report, R. Banda, Kasungu, March 1988.

Evaluation Workshop Report. A.I.Z. Nkunika, M. Simika, F. Kwaule, S.F. Mlelemba, April/May 1988.

Public Standpost Water Supplies (PSWS) Project, Final Report F. Kwaule, Lilongwe, April 1988.

APPENDIX IV

DETAILS OF LOCAL DEMONSTRATION SCHEMES

(i) MPONELA CENTRE
LOCATION

Mponela is located in DOWA district about 60 km from Lilongwe on the Kasungu road.

EXISTING WATER SUPPLY SERVICES

- Secondary School
- Hospital
- Admarc Depot
- Police Station
- Shops
- 9 Communal Water Points.

SUPPLY SOURCE

Borehole system, supplies two different, but connected areas, secondary school and town.

POPULATION

About 3,362 with a growth rate of 4%.

HOUSING

90% traditional and 10% permanent.

WATER SUPPLY

Total number of communal water points 9.

ECONOMIC STATUS

Mponela is a fast growing and the largest town in Dowa district. 45% of the population is engaged in agricultural production activities while 30% are employees and 20% are engaged in business activities and 5% in other activities.

(ii) DOWA CENTRE

STATUS: District headquarters

EXISTING WATER SUPPLY SERVICES

- Police Station
- Hospital
- Post office, shops and Rest House
- Produce Market
- Red Cross Centre
- District Council Offices

SUPPLY SOURCE

It is expected that the centre will continue to grow as a result of activities offered to the surrounding rural areas.

POPULATION

About 2.067 with a growth rate of 3.8%.

HOUSING

70% traditional and 30% permanent.

REMARKS

At present water supply is taken from a small river and pumped to storage tanks in the town.

(iii) SALIMA CENTRE

LOCATION

Salima district is located in the Central Region of Malawi about 106 km north-east of Lilongwe. The central is well located on the main Lilongwe/Lake Malawi road and is expected to grow as a major service centre for rural projects.

POPULATION

About 6,000 (1985) with a growth rate of 5%.

HOUSING

90% traditional and 10% permanent.

WATER SUPPLY

Total number of metered consumers 415
Total number of private connection 394
Total number of communal water points 21.

ECONOMIC STATUS

As a lake shore area, the fish industry appears to be the primary and secondary employer. Being one of the most fertile areas, it is a rich agricultural area, with the majority of farmers growing cotton, tobacco, and maize. As such, the district has a sound economic base with the majority of the people engaged in business and farming.

(iv) LIKUNI CENTRE

LOCATION

Likuni is a small trading/market centre in Lilongwe suburbs located 8 km north-west of the City. It is served by a mission hospital, two secondary schools, market and small trading centre.

Apart from local workers living there it is a residential area for people working in the Capital City.

POPULATION

Figures are not available, but could be approximately 2,000.

HOUSING

97% traditional and 3% permanent.

WATER SUPPLY

Fully treated water

Total number of metered consumers 89

Total number of private connection 76

Total number of communal water points 13.

ECONOMIC STATUS

Likuni can best be described as a service centre. It is mostly inhabited by workers both local and those from the City and also businessmen. There are also some villagers who are mostly farmers. As such the centre can be said to have a sound economic base.

(v) KASUNGU CENTRE

LOCATION

It is in the Central Region about 110 km north of Lilongwe.

POPULATION

About 6,472 with a growth rate of 6%.

HOUSING

70% traditional and 30% permanent.

WATER SUPPLY

Fully treated water

Total number of metered connections 404

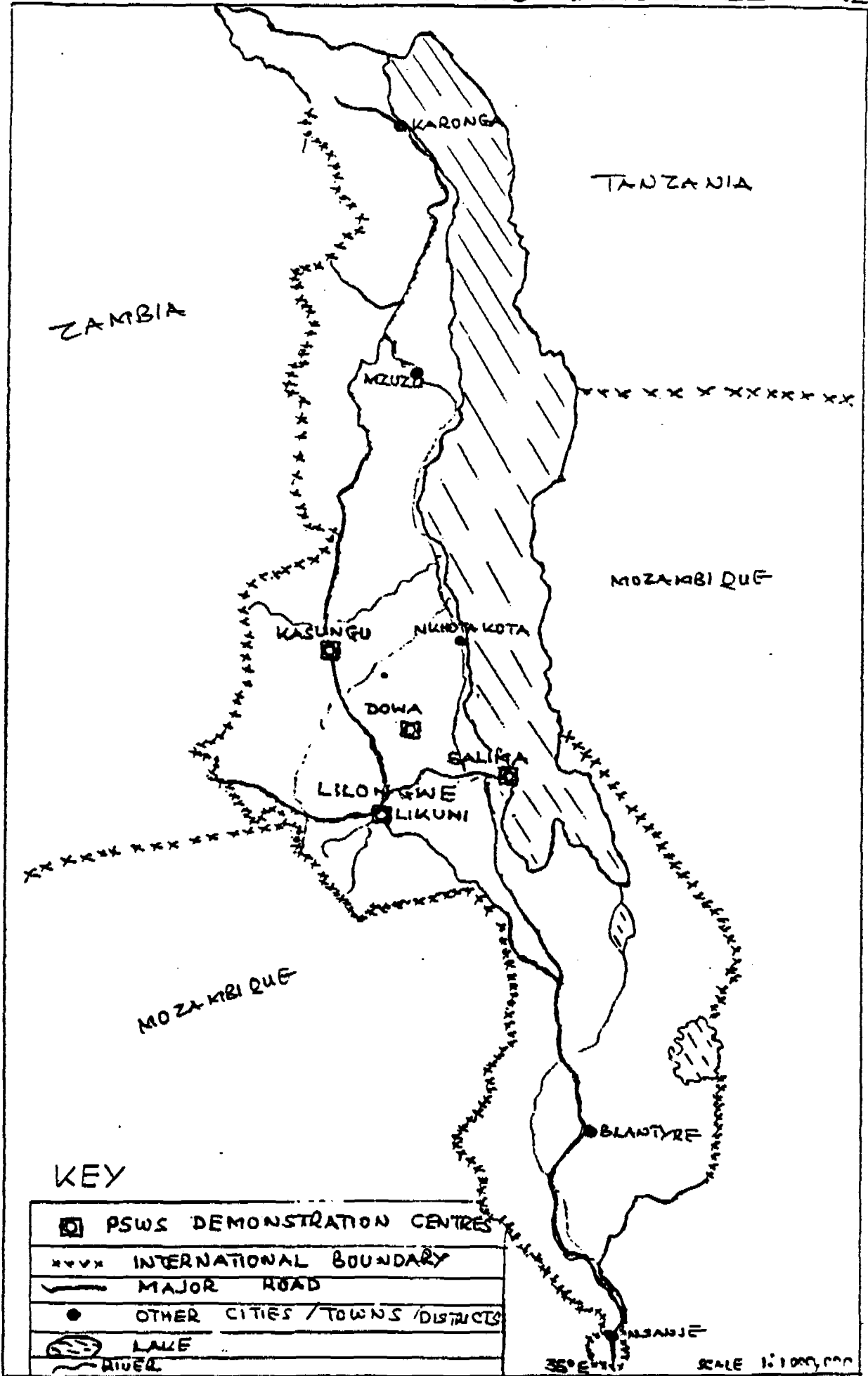
Total number of private connection 384

Total number of Communal Water Points 20.

ECONOMIC STATUS

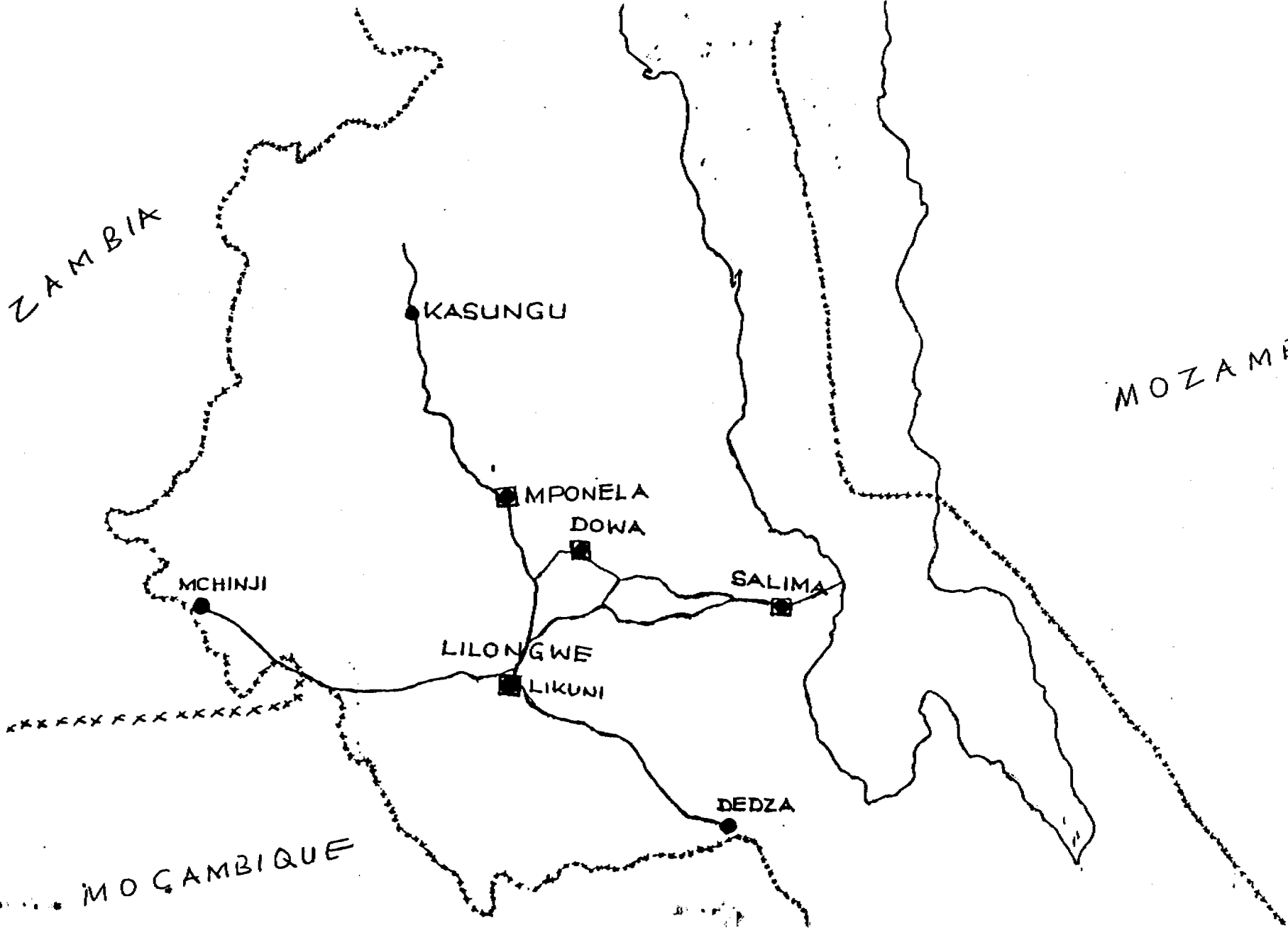
Very active and fast growing centre for surrounding rural areas. The centre has a sound economic base with a majority of people engaged in estate farming producing maize and tobacco. Many other people are employees in the various institutions and development projects around the town while yet others are engaged in various businesses.

PSWS/MALAWI DEMONSTRATION CENTRES



ZAMBIA

MOZAMBIQUE



MOZAMBIQUE

KASUNGU

MPONELA

DOWA

SALIMA

MCHINJI

LILONGWE

LIKUNI

DEDZA